

**GHQ/SCAP Records(RG 331)**  
**Description of contents**

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- (1) Box no. 2188
- (2) Folder title/number: (4)  
Agriculture
- (3) Date: Apr. 1947 - Jan. 1950

(4) Subject:

Classification	Type of record
612	d

(5) Item description and comment:

(6) Reproduction:  Yes  No

(7) Film no. \_\_\_\_\_ Sheet no. \_\_\_\_\_



File Under AGRICULTURE

Page \_\_\_\_\_

NO.	FROM	DATE	TO	SYNOPSIS
10		1950 15 Jan		Training of specialist in Ag Prices (Exchange of Persons program for Jap)



	FROM	DATE 1948	TO	SYNOPSIS
5.	DA (FAOA)	10 Feb	CINCPAC	Agricultural Supplies and Equipment
6.	CG PHILRYCOM	16 Feb	CG RYKOM	Commander in Chief, Chief of Staff, G-4, AG, Fiscal Govt, Kogyu, Econ & S Sci, Nat Resources, Garloa
7.	GS	16 Mar	NR/A	Reorganization of Japanese Agricultural Research and Extension Program
8	ESS	3 June	GS	Draft for the law Concerning Improvement and Promotion Agriculture
9	NR	8 June	Whitney	Food Policy



	FROM	DATE 1947	TO	SYNOPSIS
1.	GS	3 Apr	NR	Reorganization Plan-Bureau of Forestry Ministry of Agriculture and Forestry
2.	NR	9 Apr	GS	Establishment of A Statistics and Survey Bureau In the Ministry of Agriculture and Forestry, IJG
2A		April		Measures to Expedite the Improvement of Soil
3.	CHIEF	23 Jul	GS	Agricultural Production and Crop Delivery Plan.
4.	GS	25 Jul	NRS	Staff Study on Crop Production and Collection



Agriculture  
70-197

15 January 1950

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. **37** : Training of Specialist in Agricultural Prices

NO. OF PEOPLE : 1

DURATION OF VISIT : 90 days

TOTAL COST : \$1625 (\$360 of this sum to be allocated to the Far East Command)

SPONSOR : U.S. Department of Agriculture

DESIRED TIME : February to April 1950

ITINERARY :

<u>Agency</u>	<u>Location</u>	<u>Days</u>
U.S. Department of Agriculture (Detailed itinerary to be arranged by sponsor upon arrival in the U.S.)	Washington, D. C. Ithica, New York Cambridge, Mass. Chicago, Illinois Madison, Wisconsin	78

(Estimate 12 days travel time)

PURPOSE OF PROJECT: The Japanese Ministry of Agriculture and Forestry, and other Japanese Government Agencies, have an extremely intricate, difficult and complex problem of economic relationships involving prices of products sold from farms, prices of commodities purchased by farmers, and consideration for the total national economy. The quantity of food and other products to be obtained from the farms of Japan and the stability of half of Japan's population probably are more dependent on economic relationships involving agriculture than on any other group of factors subject to manipulations. Equitable economic relationships for agriculture are necessary for food production from the limited land area to be at the highest feasible level to prevent unnecessarily large and expensive

10



## Training of Specialist in Agricultural Prices

**PURPOSE OF PROJECT:** imports of food. Success in efforts to democratize rural people and agricultural institutions, accomplishment of agricultural reforms with social and economic stability of the farm population and cultural and educational development can be achieved only if equitable economic relationships are established and maintained between agriculture and other segments of the total Japanese economy. For many years the problem in the United States has been given intensive and exhaustive attention by the United States Department of Agriculture and by economic groups at selected universities and other institutions. Sending a national leader in agricultural economics to the United States for training is expected to result in his becoming familiar with economic findings and operations in the United States and in his being able to contribute superior technical knowledge and provide valuable leadership in the treatment of the agricultural pricing problem in Japan.

**Note:** This project is a substitute for original project No. 37, Training of Specialist in Experimental Design, which has been cancelled.



~~Right~~ Maj Naper  
Think we should sit  
this one out.  
Frank  
Food  
Policy



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GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS

**CHECK SHEET**

J. H. Boulware 26-6788  
HGS/WHL/JHB/lb

(Do not remove from attached sheets)

File No.: NR 351 ( 3 JUN 1949 ) Subject: Food Policy

Note  
No.

From: NR

To: GS ✓

Date:

8 JUN 1949

ATTN: Brig Gen C. Whitney

PH

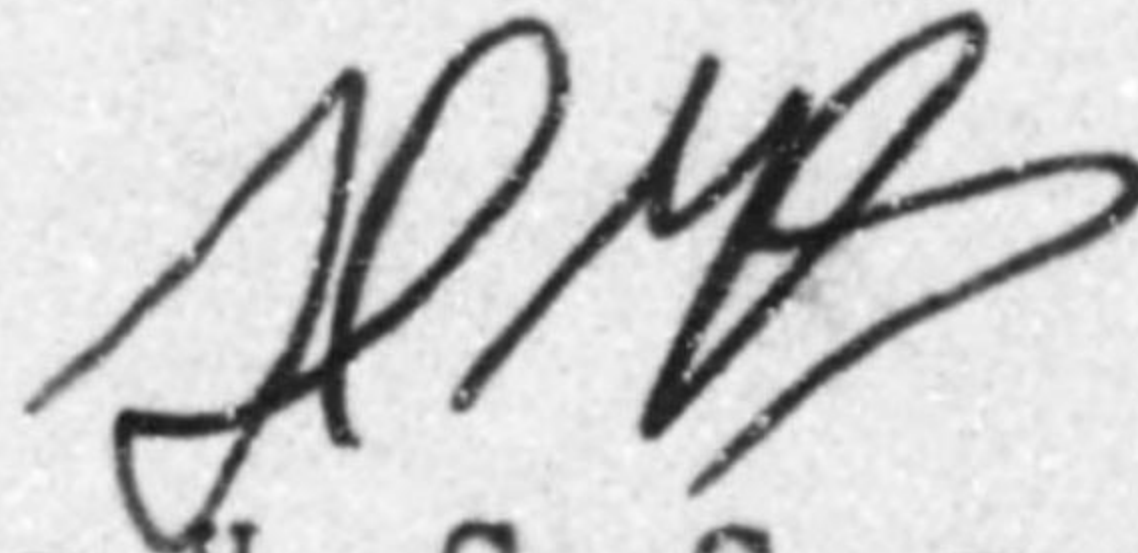
ATTN: Brig Gen C. F. Sams

1

Inclosed herewith is a copy of a Memorandum for the Chief of Staff recommending that he review SCAP food policy.

1 Incl

As indic above



H. G. S.

GS/c

9

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J. H. Boulware 26-6788  
HHS/NHL/JHD/La

HR 351 ( JUN 1949 )A

Food Policy

8 JUN 1949

HR

GS  
ATTN: Brig Gen C. Whitney  
PH  
ATTN: Brig Gen C. F. Sams

1 Inclosed herewith is a copy of a Memorandum for the Chief of Staff recommending that he review SCAP food policy.

1 Incl  
As indie above

----- H. G. S. -----

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GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Natural Resources Section

HGS/WRL/JHB/ls

MEMORANDUM FOR THE CHIEF OF STAFF

I. THE PROBLEM

1. Changes in Occupation Force policy to place increasing responsibility on the Japanese Government for conducting their own affairs requires a reexamination of GHQ, SCAP, food activities.

II. FACTS BEARING ON THE PROBLEM

1. Since the beginning of the Occupation reported food crop production has been appreciably less than actual production, although in 1948 considerable improvement in the accuracy of production estimates was obtained by the Crop Reporting and Statistics Bureau of the Ministry of Agriculture and Forestry. (Tab A) Production estimates of this Bureau have not attained the accuracy which Natural Resources Section believes is possible in the future.

2. GHQ, SCAP, has not been able to accept all of the Ministry of Agriculture and Forestry crop production estimates for rice and summer grain crops because in most instances Natural Resources Section specialists considered the estimates to be unrealistically low.

3. As a basis for rejecting Ministry of Agriculture and Forestry crop production estimates and establishing collection quotas based on higher estimates, Natural Resources Section specialists have used historical crop production data, limited observations by Natural Resources Section personnel on field visits, and intuition gained by experience in dealing with the Japanese. Natural Resources Section has not had quantitative data adequate to justify the estimates it has established.

4. Natural Resources Section has succeeded in obtaining acceptance of its estimates by the Japanese Government and prefectural governors but with increasing difficulty. (Tab B)

5. Natural Resources Section considers that it can no longer obtain acceptance of estimates not justified by quantitative data in view of: (1) SCAP's general policy for release of controls to the Japanese Government; (2) the Japanese Government's general policy for relaxation of controls (Tab C); (3) the resentment of farmers and prefectural officials toward continued stringent food controls (Tab D); and (4) lack of support in the Diet for legislation that would enable the maintenance of present stringent food controls. (Tab E)

GS/C

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## MEMORANDUM FOR THE CHIEF OF STAFF

6. Despite their inadequacies, the best available estimates justified by quantitative data are those of the Crop Reporting and Statistics Bureau in the Ministry of Agriculture and Forestry. The Ministry proposes to reduce the status of this Bureau to that of a Division. Natural Resources Section believes the reduction will adversely affect the accuracy of that agency's estimates. (Tab F)

7. Natural Resources Section believes that only three alternatives worthy of consideration exist for GHQ, SCAP, in handling future food activities. These are:

a. Forecast as accurately as possible the import requirement necessary to maintain established ration levels in Japan during the appropriate U. S. fiscal year, inform the Japanese Government that not more than that quantity of food will be imported during that fiscal year, and place total responsibility on the Japanese Government for food collection and distribution and for adjustment of ration levels as necessary in the event food collections are insufficient to meet established ration levels. Additional food imports, over and above the specified quantity, would be requested by GHQ, SCAP, only in the event of an obvious national catastrophe. (Tab G)

b. Direct the Japanese Government to continue and strengthen the Crop Reporting Service as part of an independent Crop Reporting and Statistics Bureau in the Ministry of Agriculture and Forestry, and to continue its present food controls, with active surveillance and supervision by GHQ, SCAP, and Military Government teams. This alternative would represent a strengthening of the system of food collections and distribution now in effect. (Tab H) A SCAPIN would have to be issued to accomplish the desired change in the Statistics organization.

c. Permit the Japanese Government to continue its present food controls with active surveillance and supervision by GHQ, SCAP, and Military Government teams. The Crop Reporting and Statistics Bureau would be reduced to a Division in the Agricultural Improvement Bureau as now planned by the Government. This alternative is a continuation of the present system of food collection and distribution. (Tab I)

8. The Ministry of Agriculture and Forestry will announce preliminary production estimates for the 1949 wheat-barley and white potato crops on 15 June 1949. A Governors' Conference to consider revision of preplanting collection quotas will be held on or about 25 June 1949.

### III. CONCLUSION

1. Alternative "a" above offers the most workable solution to the problem presented, despite its disadvantages.



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MEMORANDUM FOR THE CHIEF OF STAFF

2. A decision on future GHQ, SCAP, food policy should be made sufficiently in advance of the Governors' Conference to allow Natural Resources Section to plan accordingly.

IV. RECOMMENDATIONS

1. That a conference be called by the Chief of Staff to determine future food policy of GHQ, SCAP.

2. That the conference be held not later than 15 June 1949.

3. That the three alternatives presented by Natural Resources Section in this Memorandum be used as the point of reference for the conference.

4. That the following offices be represented at the conference: Chief of Staff, Deputy Chief of Staff for SCAP, ESS/C, ESS/PD, PH/C, GS/C, NR/C, and NR/A.

Concurrence: ESS

HUBERT G. SCHENCK  
Lt Col CE  
Chief, Natural Resources Section



# CONFIDENTIAL

## TAB A

### REPORTED AND UNREPORTED FOOD PRODUCTION IN JAPAN, 1947 - 1948

Reported and estimated unreported staple food production in Japan is shown below. Data for years prior to 1947 are considered by ESS and NR to be of insufficient accuracy to warrant their inclusion.

In 1947 the Japanese Government established in the Ministry of Agriculture and Forestry a Crop Reporting and Statistics Bureau whose primary function was to develop accurate crop production estimates for Japan. However, the newly established Bureau was not in a position, in that year, to make comprehensive crop surveys. Ministry of Agriculture and Forestry crop estimates for 1947 were compiled from data available from prefectural governments, the Staple Foods Bureau, the Agricultural Administration Bureau, and only to a limited extent from the new Crop Reporting and Statistics Bureau.

Estimates for 1948 crops were established by the Crop Reporting and Statistics Bureau. These estimates were significantly more accurate than those established for 1947 crops under the previous system.

#### STAPLE FOOD PRODUCTION 1947 - 1948 (1,000 M.T. BRE)

	<u>1947</u>	<u>1948</u>
Reported Production	13,000	14,335
Estimated Unreported Farm Production	<u>2,309</u>	<u>1,450</u>
Estimated Total Farm Production	15,309	15,785
Estimated Percent Unreported	15%	9%

In calculating the estimated unreported production shown above, data from PH nutrition surveys were used. NR estimates are that home gardens account for 20 percent of the total unreported production.

Food consumption levels for the past two years are shown below:

#### ALL JAPAN FOOD CONSUMPTION LEVELS (Average per capita per day)

<u>Items</u>	<u>U. S. Fiscal Year 1948</u>		<u>U. S. Fiscal Year 1949</u>	
	Grams	Calories	Grams	Calories
Basic Foods, Rationed	587	1,550	649	1,696
Other Foods, Rationed	314	122	368	143
Sub-total	<u>901</u>	<u>1,672</u>	<u>1,017</u>	<u>1,839</u>
Unreported Production (including home gardens BRE)	<u>100<sup>a/</sup></u>	<u>328<sup>b/</sup></u>	<u>61<sup>a/</sup></u>	<u>201<sup>b/</sup></u>
<b>TOTAL</b>	<u>1,001</u>	<u>2,000</u>	<u>1,078</u>	<u>2,040</u>

<sup>a/</sup> Calculated by converting calories to grams brown rice equivalents.  
<sup>b/</sup> Calculated by ESS/PD from data of surveys conducted by the Japanese Government under the supervision of PH.

SOURCE: ESS/PD

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TAB B

DIFFICULTIES ENCOUNTERED IN COLLECTION QUOTA ALLOCATIONS

Since October 1947 collection quotas have been established at the levels actually attained only after extensive negotiations between Natural Resources Section personnel and representatives of the Japanese Government.

In at least two instances, the 1947 rice crop and the 1948 wheat and barley crop, quotas were established at the levels recommended by Natural Resources Section only after a virtual directive from the Chief of Natural Resources Section, with the approval of the Chief of Staff and the concurrence of other interested SCAP staff sections. These quotas were accepted by the prefectural governors only after strong support by SCAP, with a public statement by a representative of Natural Resources Section stating in effect that the quotas had been approved by the Supreme Commander and would not be changed.

During the wheat and barley conference in July 1948 a select group of governors, in the presence of the Natural Resources Section representative, requested that the Minister of Agriculture and Forestry not insist that the quotas be assigned, but that he request the Prime Minister personally to intercede with General MacArthur to have the quotas lowered. The quotas finally were assigned only after the Natural Resources Section representative informed the Governors that the quotas had already been approved by the Commander in Chief and that further intercession would be useless.

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TAB C

JAPANESE GOVERNMENT POLICY TO RELAX CONTROLS

The Government Section of GHC, SCAP, prepared a report on the Japanese national election of 23 January 1949. The report titled "Election Report" was dated 3 February 1949. It includes a statement of the party platform of each major political party. One of the agricultural planks in the platform of the Democratic-Liberal Party is "Modification of the present government crop delivery system, and adoption of measures to permit free sale of produce upon completion of assigned quota." The adoption of such a policy in the managing of food collection activities in Japan would render effective government control over food impossible.

Since the installation of the Yoshida Cabinet, the Japanese Government repeatedly has referred to a policy of lessened controls on staple foods. Mr K. Mori, Minister of Agriculture and Forestry, has made several public statements echoing this policy. The most recent statement reported to have been made by him appeared in the Toyo Keizai newspaper of about 30 April 1949. This newspaper quoted Mr Mori as saying "I am considering a plan to permit farmers to sell rice on a free market after completion of collection quotas." The Minister later denied to the Chief, Natural Resources Section, that he had made this statement. The attitude of the Cabinet, however, is exemplified by its action to implement SCAPIN 6257-A directing the Japanese Government to take necessary measures permitting preplanting quotas to be increased at harvest time when crop conditions warrant. The Cabinet prepared an implementing bill, but did not support the bill after it reached the Diet. The Diet adjourned on 31 May without passing the measure.

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TAB D

RESENTMENT TOWARD STRINGENT FOOD CONTROLS

1. The attitude of prefectural officials toward food controls is shown in Tab B.

2. The attitude of farmers toward food controls is illustrated by a translation of a letter to Diet members on food collections dated 24 May 1949. Farm organizations represented by the signers of the letter include farmer unions, agricultural cooperatives, food and land committees, a farm youth organization, and a national livestock association. Practically all farmers in Japan are members of one or more of the organizations listed.

3. The objective of the letter is to prevent passage of a bill submitted to the Diet to authorize an increase in food collection quotas at harvest time. Pertinent extracts of the letter are:

"The bill to amend the Food Maintenance Temporary Measures Law to permit an increase in collection quotas at harvest time was approved by the Agricultural Committee of the House of Councillors by a narrow margin last night.....

"Passage of the bill will be remembered.....with sadness and bitterness.

"The bill is allegedly a measure taken in compliance with the Nine Point Economic Program, but it is in our opinion nothing but a feudalistic and reactionary measure of the government to shift arbitrarily the entire burden (of rehabilitation) to the farmer .....

"The bill is opposed because.....: Collection quotas have been fulfilled without compulsion..... Passage will result in a reduction of farmers' confidence in the government..... The best way to ensure food collection is to secure the cooperation and understanding of farmers.....

"Full publicity will be given the names of the Diet members who vote for the proposed law....."

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TAB E

DIET ATTITUDE TOWARD STRINGENT CONTROLS

In early April 1949, a bill to amend the Food Maintenance Temporary Measures Law was submitted to the Diet in compliance with SCAPIN 6257-A. That SCAPIN directed the Japanese Government to provide means to increase collection quotas at harvest time. Because the bill is unpopular, the Diet took no action on the proposed legislation until about 15 May. At that time discussion was initiated in the House of Councillors.

On 19 May the Director of the Staple Foods Bureau reported to Natural Resources Section that passage of legislation to implement the SCAPIN was improbable unless a member bill containing a provision to exempt staple crop bonuses from taxation was approved by GHQ, SCAP. A Natural Resources Section representative informed the Director that the tax provision of the member bill violates a principle of the Nine Point Economic Directive received in December. Therefore the bill could not be favorably considered.

The Ministry of Agriculture and Forestry reported on 30 May 1949 that prospects for passage of the bill are slight despite support that the bill has received by Government Section and Natural Resources Section. At about 1800 30 May representatives of Government Section and the Chief of Natural Resources Section met with Diet and Cabinet representatives from the Democratic-Liberal Party to discuss the legislation. In a prolonged conference Government Section representatives emphasized the necessity for implementation of SCAPIN 6257-A by legislation. During this conference, however, the Japanese were emphatically told that this bill is a responsibility of the Japanese Government. The Japanese present stated that they would try to obtain passage of the bill before the Diet adjourned.

On 31 May the Prime Minister told the CinC that if the Cabinet pressed the bill, the Government might fall. The CinC called General Whitney and Colonel Schenck in conference on the evening of 31 May during which proposed SCAP action on the food bill was discussed. The CinC stated that the stability of the Government must not be threatened at this time. After further discussion on the entire problem of food collection and related matters, he dictated the following note to be delivered to the Prime Minister:

"Please tell the Prime Minister in view of his comments with reference to the passage of the Food Adjustment Bill, I feel that he should be given full latitude to determine the question as to whether he believes the Bill should be pressed at this session or held over for the next session. As a matter of fact I understand from the Government and Natural Resources Section that this was what they intended to convey at the conference which was held in the Government Section last night."

The Diet closed on 31 May without passing the measure.

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## TAB F

### FUNCTIONS OF THE CROP REPORTING AND STATISTICS BUREAU

1. As indicated in Tab A, crop production estimates made by the Crop Reporting and Statistics Bureau in 1948 showed marked improvement over 1947 production estimates made by other agencies. That improvement was possible because the Bureau is the only national organization formed to collect, evaluate, and maintain agricultural statistics. The Bureau maintains offices in all of the prefectures. It maintains sub-offices for each five villages throughout Japan. It employs approximately 17,000 people to collect and evaluate basic data on agricultural production throughout Japan. The employees are under direct control of the Bureau Chief in Tokyo. Their tenure of office is not influenced by local opinion. The employees are able objectively to evaluate crop production without fear of reprisals from local governments.

2. The Ministry of Agriculture and Forestry reorganization bill now pending in the Diet contains a provision to eliminate the Crop Reporting and Statistics Bureau and to transfer its functions to the Agricultural Improvement Bureau. Chief functions of the Agricultural Improvement Bureau are to coordinate agricultural research programs between experiment stations within and between prefectures, and to foster the new farm advisory program in the villages. In coordinating research, it will rely partly on grant-in-aid programs, whereby local governments will match research funds appropriated at the national level.

3. The functions of the two bureaus are diametrically opposed. The Agricultural Improvement Bureau must require and encourage the exercise of local autonomy in order that its program will be adapted to the needs of local communities. The Crop Reporting and Statistics organization must remain completely free of local autonomy and the influence of local authorities, otherwise its reports will be biased.

4. The independence of the Crop Reporting and Statistics Bureau is a primary requisite to its efficient performance. The agency directly responsible for food collection and distribution in Japan is the Staple Foods Bureau, one of the most powerful bureaus in the Ministry of Agriculture and Forestry. Natural Resources Section is convinced by past actions of this bureau that it has succeeded in depressing estimates of agricultural production in order to achieve establishment of lower crop collection quotas. The Crop Reporting and Statistics Bureau must be able to combat this influence. Unless it has equal status with the Staple Foods Bureau, it will not be able to assert its findings or obtain acceptance of its estimates.

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## TAB G

### ALTERNATIVE A

The advantage of this alternative is that the Japanese Government would be forced to meet its obligations to collect and distribute food. Food imports could be held to levels probably as low as under any other proposal, and the Japanese people could be advised that responsibility for failure to meet or maintain ration schedules rested with the Japanese Government. Another advantage of this alternative is that it would eliminate the necessity for Military Government team supervision over food collection and distribution programs.

Disadvantages of the proposal are:

- a. GHQ, SCAP, would be unable to take corrective action in the event that ration delays occurred. If rations were delayed, the cost-of-living index would increase and the economic recovery program might be retarded. After receipt of imports authorized by GHQ, SCAP, the food aspect of the economic rehabilitation program would be entirely in the hands of the Japanese Government.
- b. The Japanese Government could be expected increasingly to attempt to underreport food production in their efforts to obtain increased food imports. Natural Resources Section would be subjected to continuous pressure to reduce crop production estimates.
- c. Natural Resources Section would be required to continue to evaluate estimates of crop production, probably without adequate data.
- d. The proposal creates a possibility that a failure of the Japanese Government to meet ration requirements might be attributed by the Japanese, and possibly by the Governments of some nations, to the fault of GHQ, SCAP.

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## TAB H

### ALTERNATIVE B

The advantage of this alternative is that Natural Resources Section and Economic and Scientific Section would be able to exercise continued reasonably close supervision over food. By such supervision major ration delays in the immediate future probably could be avoided if imports approximate current levels and a major crop failure is not encountered. The Japanese would have an established and operating crop reporting service enabling reasonably accurate crop production estimates to be made and justified by quantitative data. Natural Resources Section would accept the crop estimates of the Crop Reporting and Statistics Bureau but would work closely with the Bureau in getting estimates on as realistic a basis as possible.

The greatest disadvantage of continued stringent food controls by GHQ, SCAP, is the difficulty of their enforcement in the face of the announced general policy of GHQ, SCAP, to relinquish controls to the Japanese Government as rapidly as possible. GHQ, SCAP, and Military Government teams, would be required actively to continue support of a program that is becoming increasingly unpopular with the Government in power and with about 45 percent of the Japanese population, the farmers. The policy of the present Japanese Government to lessen government controls on food, as indicated by various actions, would increase significantly GHQ, SCAP, difficulty in maintaining quotas at realistic levels.

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## TAB I

### ALTERNATIVE C

The advantage of this alternative is that Natural Resources Section and Economic and Scientific Section could continue to exercise reasonably close supervision over food without interfering in the internal administrative organization of the Japanese Government. Natural Resources Section would accept the crop estimates of the Crop Reporting and Statistics Division but would work closely with the Division in getting estimates on as realistic a basis as possible. Economic and Scientific Section would be able to control food releases.

The disadvantages of Alternative B apply equally to Alternative C. In addition, Natural Resources Section believes that reports of a Crop Reporting and Statistics Division in the Agricultural Improvement Bureau will be less accurate than if an independent agency were reporting production. As a result GHQ, SCAP, requests for food imports probably will be larger than would otherwise be necessary.

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TAB I



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TAB J

CHECK SHEET

J. H. Boulware 26-6788  
HGS/WHL/JHB/ls

File No: NR 351 (3 Jun 49)A Subject: Food Policy

Note From: NR To: ESS Date: 3 Jun 1949  
No:

- 1
1. Inclosed herewith is a Memorandum to the Chief of Staff, recommending that he call a conference to determine future GHQ, SCAP, food policy.
  2. Because of the limited time available until collection of 1949 summer crops begin, a decision on this matter is urgent.
  3. Request ESS comment or concurrence on the attached Memorandum not later than 7 June 1949.

1 Incl  
As indic in par 1 above

-----H. G. S.-----

From: ESS To: NR Date: 5 Jun 49

WFM/lf

- 2
1. It is believed that the relaxation of controls on and surveillance of food production and collection in Japan should be postponed until definite assurance may be given that the maximum amount of indigenous food will be distributed to the non-self supplying public. The present food collection program in Japan has been acclaimed as one of the most effective in Occupied areas and this fact has been a major support of appropriations requests to the Congress.
  2. In future appropriations requests it is to be expected:
    - a. That it will become more and more difficult to obtain the aid funds required because of the economy wave in the USA.
    - b. A continued prime prerequisite to approval of appropriations will be a guarantee that the Japanese are contributing their full share to the non-self suppliers.
    - c. The SCAP headquarters will be called upon to justify food collection statistics in consequence of which it will continue to be necessary for NRS to exercise surveillance over the Japanese reporting and collecting systems.
  3. It is inevitable that forecasts "as accurately as possible" will encourage withholding on the part of the Japanese if based upon uncorroborated

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CHECK SHEET

NR 351 (3 Jun 1949)A

Food Policy

From: ESS

To: ER

Date: 5 Jun 49

2  
(Cont'd)

information. It further is obvious that food deficits are bound to occur if increasing quantities of indigenously produced food go into black markets. This condition will provide an incentive to the Japanese to prove SCAP estimates to be in error and unreliable estimates will affect appropriations. The exploitation by Communist elements of food deficits and the creation of a new inflationary spiral in the cost of living will be the result.

4. It is considered urgent that appropriate steps be taken to establish headquarters policy on this vital issue. The meeting proposed would be a satisfactory method of accomplishing this result.

1 Incl  
n/e

-----W. F. H.-----

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*agriculture*

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets) WFM/WKL/ATM/mlc  
Draft for the Law Concerning Improvement  
Subject: and Promotion of Agriculture

File No.:

Note No.:

From: ESS

To: GS

Date: 3 Jun 48

1. An initial draft of the above law was received by ESS/FI on 7 May 1948. NRS representative was contacted and several changes coordinated with Japanese agriculture and forestry representatives. Captain Brown of GS was notified of action taken and informed that the Japanese would submit an amended law. On 20 May 1948 the amended law was received by ESS/FI from GS, checked and the following change in Article 12 suggested:

Draft: Article 12

(Annual Report)

The Minister of Agriculture and Forestry shall review and coordinate the research works of the prefectures or of other institutions made by the aid of funds granted in accordance with the provisions of this chapter, and the research works of the national institutions, and shall make an annual report to the Diet on the results thereof as well as on the disbursements of the budget appropriated to the purpose of this chapter.

Recommended change:

The Minister of Agriculture and Forestry shall review and coordinate the research works of the prefectures or of other institutions made by the aid of funds granted in accordance with the provisions of this chapter, and the research works of the national institutions, and Cabinet shall attach their report to settlement of accounts to be presented to the Diet.\*

\*(Note: The same change would automatically apply to Article 23)

2. On the same date Captain Brown of GS and Mr. Brown of NRS were notified by telephone of the above changes. The following day NRS notified ESS/FI that the suggested changes were acceptable to the Japanese.

*W.F.M. mrc*

*f. LRB  
6/9/48*

*8*



1 but under conditions prevailing in Japan a larger number of extension workers  
cont'd are required than are employed in the United States.

*Agriculture*

5. To provide the legal basis for appropriate reorganization, legislation should be prepared to establish the following:

a. A research and extension bureau in the Ministry of Agriculture and Forestry to administer all national agricultural research and extension programs and review, coordinate, and approve all prefectural requests for central government funds for agricultural research and extension.

b. Principles under which the central and prefectural governments will conduct cooperative research by joint financing of research projects.

c. A system under which national funds will be allocated to prefectures, guns, and/or villages for the employment of agricultural technicians to extend to all farmers the knowledge of recent advances in agricultural techniques.

d. Authority for review and coordination of research and extension at the national level, and the delegation to prefectural governments of maximum authority for administration of research and extension programs.

6. NR is now preparing a set of principles that should be embodied in needed legislation. It is requested that GS designate a representative with whom NR personnel can confer in the preparation of appropriate legislation to accomplish needed reforms in the fields of agricultural research and extension.

7. Contents of this check sheet have been concurred in by Dr. H. C. Kelly, ESS/ST and Mr. A. T. Middleton, ESS/PI.

Copies furnished:

ESS/ST

ESS/PI

GS File

-----H. G. S.-----

CW/CLK/CPM/jd

Subject: Reorganization of Japanese Agricultural Research and Extension Program

2. From: GS

To: NR/A

Date: 16 March 1948

1. The Government Section concurred in the principles of the program outlined in Natural Resources' Memorandum for the Chief of Staff concerning the reorganization of the Japanese Agricultural Research and Extension System on 15 March 1948.

2. Mr. Porter and Capt. Diamantes are available for consultation on this matter.

-----C.W.-----

7



NR 320 (

NR/A

JAN 1948

Reorganization of Japanese Agricultural  
Research and Extension Program

GS

9 JAN 1948

1

1. Reference is made to oral request of Mr. J. McLean, GS, for information as to need for legislation to implement desired reorganization of the agricultural research and extension system in Japan. NR proposes that such legislation be prepared for introduction at the forthcoming session of the Diet.

2. The current situation with respect to agricultural research and extension in Japan can be summarized as follows:

a. There are in Japan more than 600 agricultural experiment stations and branch stations maintained for the purpose of conducting agricultural research. Some of these stations are administered by central government agencies but the majority are under prefectural government supervision. Many of the prefectural stations are supported, in part, by funds allocated by the central government. Approximately 12,000 persons are employed on the 600 stations. There is an undue amount of overlapping and duplication in the activities of these experiment stations, much of the work is poorly planned, and the research findings that are eventually transmitted to farmers represent only a small portion of the results obtained.

b. Agricultural extension activities consist of (1) the operation by the central and prefectural governments of approximately 1,100 demonstration farms employing 4,500 persons, and (2) the employment by the Agricultural Association (Nogyokai) of approximately 36,500 agricultural advisors. In the past the Agricultural Association has been heavily subsidized by the central government. Approximately 10,500 agricultural extension workers in the United States carry on a more effective technical advisory service than is being performed by the approximately 41,000 workers engaged in comparable agricultural extension activities in Japan.

3. The research system needs to be strengthened in a manner that will require close coordination of all work and elimination of ineffective stations and excessive personnel. Some decrease in research personnel can be accomplished by appropriate reorganization of agricultural research.

4. With the liquidation of the Agricultural Association it is essential that a new system of agricultural extension be established to take the place of the technical advisory service of that organization. The demonstration farms are too expensive a method of showing farmers how to improve their farm practices. The reorganized system should result in savings in personnel.

55



GENERAL HEADQUARTERS, FAR EAST COMMAND  
ADJUTANT GENERAL'S OFFICE  
RADIO AND CABLE CENTER

WFS  
B/C

## INCOMING MESSAGE

*Confidential*  
PRIORITY WFS

16 Feb 48

FROM : CG PHILRYCOM  
TO : CG RYKOM  
INFO : CINCFE  
NR : SX 43376 GSMG

Reread CINCFE CX 58592 and WX 95571 subj agricultural supplies and equipment FY 49 both info to you. Desire your hq make necessary reply reference radios direct to CINCFE info this hq.

NO SIG

INFORMATION : COMMANDER IN CHIEF, CHIEF OF STAFF, G-4, AG, FISCAL GOVT, KORYU, ECON & SCI, NAT RESOURCES, GARIOA

07733

PRIORITY

*Confidential*

TOO : 160139 Z  
MCN : 70984

"Paraphrase not required. Handle as CONFIDENTIAL correspondence per para 51 i and 60 A (4) AR 380-5."

Handling and transmission of literal plain text of this message as correspondence of the same classification has been authorized by the War Department in accordance with the provisions of paragraphs 16-C, 18-E, 53-A, 53-D (1) (2) (3), and 60-A (1) (2) (3) (4), AR 380-5, 6 March 1946.

16-50735-1 GPO

*b*  
COPY No.



GENERAL HEADQUARTERS, FAR EAST COMMAND  
ADJUTANT GENERAL'S OFFICE  
RADIO AND CABLE CENTER

15  
LFS  
fnd  
JS

# INCOMING MESSAGE

*Confidential*  
PRIORITY

10 Feb 48

FROM : DA (FAOA)  
TO : CINCPAC, CG USAFIK, CG OMGUS  
INFO : CG USAREUR  
NR : WARK 95571

Agricultural supplies and equipment, FY 49 is subj.  
This radio in 4 parts:

- Part 1. General.
- Part 2. Fertilizer Requirements.
- Part 3. Fishing Fleet Supplies and Equipment.
- Part 4. Seed Requirements.

Part 1. General. Critical limitations exist upon both actual and predicted availabilities of most agricultural supplies and equipment. The DA must establish realistic priorities within available supplies and equipment in order to meet the most vital import needs in the occupied areas for FY 49. To do this accurate info is needed from you detailing your FY 49 requirements without regard to monetary ceilings or budgetary limitations but bearing in mind that costs are a major consideration. The desired info is to be used only for internal planning purposes by The Office of the Food Administrator. It is urged that efforts be put forth to obtain these reports upon the basis herein stated. They are not being requested for comparison with any previous estimates submitted by you for other purposes such as the GARIOA Budget or any economic rehabilitation programs. It is further requested that you radio your reports so as to reach the Dept not later than 21 Feb 48. For your guidance, lines along which the requested material is desired are stated in the remaining 3 parts. Please list commodities by item, quantity in mtms, procurement cost and basis, and

05547

(over)

PRIORITY

*Confidential*

"Paraphrase not required. Handle as CONFIDENTIAL correspondence per para 51 i and 60 e (4) AR 380-5."

-1-

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COPY No.



*Confidential*  
PRIORITY

FROM : DA (FAOA) NR : WARX 95571 10 FEB 48 CONT'D

transportation costs where applicable. Use footnotes for all necessary explanations.

Part 2. Fertilizer Reqmts. The availability of fertilizers for import into your areas of responsibility during FY 49 will remain in short supply. Complete answers to the following questions are absolutely necessary to enable the Dept to treat with this problem wisely and efficiently.

A. Your very minimum requirements for each maj type fertilizer to maintain present crop yields.

B. Your reqmts to bring production of direct food crops up to maximum possible yield.

C. Estimate of total desirable amounts, including application to meadows, pastures, and industrial crops.

D. Expected indigenous production of each maj type fertilizer:

1. On basis of present economic rehabilitation programs.

2. On basis of increased economic rehabilitation programs through European recovery plan and proposed economic rehabilitations programs for Japan, Ryukyu Islands, and Korea.

Expected availabilities from other than US sources on basis of dollar procurement.

Fert 3. Supplies and equip required for rehabilitation of fishing fleets. Info you submit will be highly essential to Dept in obtaining maximum food imports against your FY 49 reqmts.

A. What are your full requirements? Include:

1, nbr and type of additional boats.

2, amounts by items of raw materials for processing by you into nets and other equip.

3, amounts by items of finished products such as floats and fishermen's gear.

B. Your estimates of expected indigenous production of items you list in answer to question A.

C. Estimates of expected availabilities from other than US sources on basis of non-appropriated funds.

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PRIORITY

*Confidential*

"Paraphrase not required. Handle as CONFIDENTIAL correspondence per para 51 1 and 60 a (4) AR 380-5."



GENERAL HEADQUARTERS, FAR EAST COMMAND  
ADJUTANT GENERAL'S OFFICE  
RADIO AND CABLE CENTER

# INCOMING MESSAGE

*Confidential*  
PRIORITY

FROM : DA (FAOA) NR : WARX 95571 10 FEB 48 CONT'D

D. Your desired procurement priorities for items to be purchased with GARIOA funds.

E. Your estimate, in terms of dollar value for equivalent food imports, of increased fish catch which could reasonably be expected.

Part 4. Seeds. Maximum utilization of seeds must be accomplished to increase future crop yields in all areas. Presentation of realistic seed programs is therefore vital in order to enable the dept in formulating sound long range plans.

- A. What are your total reqmts,
- B. Your estimates of indigenous production,
- C. Estimates of expected availabilities from other than US sources on basis of dollar procurement?
- D. What stocks are required for carryover?
- E. What are amount of all your advance growing contracts to be paid from FY 49 GARIOA funds?

NO SIG

ACTION: NAT RESOURCES

INFORMATION: COMMANDER IN CHIEF, CHIEF OF STAFF, G-4, AG, FISCAL, GOVT, KORYU, ECON & SCI, GARIOA

05547

PRIORITY  
*Confidential*  
"Paraphrase not required. Handle as CONFIDENTIAL correspondence per para 51 i and 60 e (4) AR 380-5."  
TOO : 091949 Z  
MCN : 70636

-3-

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COPY No.

16-50735-1 GPO



403

HIS/RTD/MH/ac

HR 351 (24 JUL 1947)

Staff Study on Crop Production and Collection

NR/A

ESS  
GS

24 JUL 1947

1

1. Attached is a Memorandum to the Chief of Staff requesting approval of a crop production-collection program proposed by the Japanese Government.

2. The above program must be initiated during the present session of the Diet if it is to be at least partially effective on the wheat and barley crops to be planted in the fall of 1947.

3. Request earliest concurrence on the inclosed NR Memorandum to the Chief of Staff.

1 Incl  
Memo as indie above

Copy furnished:  
ESS

G. S. Files

----- H. O. S. -----

2

From: Government Section To: NRS

Date: 25 July 1947

1. It is a matter of grave concern to the Government Section that while the Japanese Government and people under SCAP leadership and guidance have made tremendous strides towards democracy in government and political freedom for the individual, it has been found necessary to condone and, in some cases, encourage in the economic sphere the use of controls which seriously restrict freedom of productive endeavor. Such controls, unless progressively relaxed as soon as conditions permit, will inevitably shape the economic organization of Japan in the direction of a permanently controlled economy. The plan under consideration, centering as it does around the imposition of compulsory food production quotas for farmers, is a case in point. If this plan were proposed as anything more than a temporary emergency measure, it should be disapproved on the ground that it violates the objectives of the Land Reform Legislation, for while the latter aims to free the farmer from the bondage of land tenancy, a system of governmentally imposed compulsory production quotas turns the farmer into a serf of the State. But since the Japanese Government has developed this plan in an effort to discharge its responsibility under the SCAP's instructions to maximize the utilization of indigeneous food resources as a prerequisite to receiving supplementary food supplies from abroad, and since the Natural Resources Section, after studying the problem, has concluded that the proposed plan offers the most practicable solution, the Government Section offers no objection to its introduction.

4



Staff Study on Crop Production and Collection

Page 2

2  
(Contd.)

2. The Government Section recommends, however, that

- a. the proposal be clearly labeled as the Japanese Government's plan to maximize the production and collection of food in the discharge of its responsibility to the Japanese people and to the SCAP;
- b. the measures be characterized as emergency measures to expire at the end of the next crop year;
- c. certain changes summarized in the inclosed Memorandum for Record (Tab C) designed to increase the plan's effectiveness, be given serious consideration in drafting the measures necessary to carry out the plan.

1 Incl - n/c  
Memorandum for Record (Tab C)

-----C.W.-----



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section

25 July 1947

MEMORANDUM FOR RECORD

SUBJECT : Crop Production and Collection.

1. Duration of the Law

The proposed plan fails to indicate whether it is to be of a temporary or permanent nature. Basically it appears as an extraordinary measure designed to alleviate an undesirable and temporary economic situation until such time as Japan is able to engage in trade and commerce with the rest of the world and compete in a normal manner for food and raw materials on the international market. If this plan is to be adopted the legislation enacted pursuant thereto should be self-terminating at the end of one crop year unless extended by future Diets, and should clearly state that it is to be effective for a limited period only and under no circumstances is it to be construed as setting a pattern for future governmental control.

2. Early Implementation Necessary

If, as contemplated, the plan is to be effective for the 1947 fall planting season, provisions must be made for its early and effective implementation. As it now stands the Agricultural Adjustment Committees at the national, prefectural and local levels respectively must approve the quotas established by the executive authority at the same level. In case of disagreement on quotas at any level negotiations may continue indefinitely, thus consuming months of precious time. Therefore it is recommended that, as far as the two lower levels are concerned (villages and prefectures), the executive may, after due consultation with the committee, veto the decision of the committee and proceed to establish and actually place quotas into effect. The committees, however, should have the right of appeal to the next higher level; i.e. the village committee should be enabled to appeal the mayor's decision to the governor and the prefectural committee enabled to appeal to the Ministry of Agriculture and Forestry. In the meantime the quotas would be in effect and operative.

3. Incentives

a. Payments of bonuses in cash or incentive goods are vaguely authorized in this plan but not spelled out. On the other hand a producer is definitely notified ahead of the planting season exactly what quota he must produce. In order to provide a realistic and effective incentive for excess production it is recommended that at the time quotas are announced the producer also be notified exactly what he will receive in money or goods at current prices. This point is extremely important and might well be the key to the success or failure of the entire plan.

b. According to the plan "if the food situation permits" the producers may retain "some" portion of the excess yield for his own consumption and sell the balance to the government at a "substantial bonus". In order to strengthen the incentive provisions of the plan the law should clearly state that the farmer at his option may retain any excess yield for his own consumption or sell it to the



government for goods at their current value or for money at a price to be established at the time the quota is allocated.

#### 4. Safeguards

a. In order to protect the producer from arbitrary executive action and to establish a production yardstick, some standard must be established by the Diet. It is therefore recommended that no mandatory quota be permitted greater than the maximum quota established for any particular acreage during the period 1937 thru mid year 1945. Any grower should be enabled to appeal his assigned quota to the courts and the latter should be authorized through open hearing to determine what constitutes a fair allocation for production purposes for any particular acreage. If this safeguard is established it will be unnecessary for the ministry to prohibit production of such non-essential high cash crops as melons and sugar cane.

b. Article 13 provides for the election of members of the Local Agricultural Adjustment Committee from one-member precincts and not from the village as a whole. Such an arrangement is open to abuse as in many places there would be no election at all (as experienced in the April 1947 local elections) or the successful candidate might well be a landlord or one sponsored by such (as experienced in the Land Reform Committee elections).

c. Article 14 authorizes the family and relatives of the producer to participate in elections. In order to strengthen the liberal tendencies of the committee it is recommended that the law deal with the producer as a farm unit and not a family unit and that only the head of a farm unit be permitted to vote.

d. Article 15 authorizes the governor to order re-elections of committees (1) in case a committee violates the law and (2) in case its acts are detrimental to the general welfare. This latter provision (2) should be stricken as it is vague and opens the door to possible arbitrary actions on the part of a governor.

#### 5. Penalties

It is axiomatic that compulsory economic control laws must either have the full support of public opinion or contain adequate penalty provisions else they are doomed to failure. Experience in Japan since 1945 indicates that this measure will not be successful unless the law contains teeth. This plan has none. The only hint is contained in article 5 which penalizes the recalcitrant farmer by withholding fertilizer. Such a deprivation merely adds to an already bad situation. It is felt that the plan cannot succeed without more realistic penalty provisions. Therefore it is recommended that article 5 be deleted and that the government amend its plan so that the local Agricultural Adjustment Committees, acting in the capacity of local enforcement agencies, be authorized by the Diet to enforce sufficient sanctions upon recalcitrant growers to assure their cooperation. Any such actions, of course, must be subject to court appeal.



6. Expenses of Administering the Plan

Article 20 requires the local governments to pay the salaries and expenses of the Agricultural Committees at the prefectural and lower levels. It is estimated that 12,000 eighteen-member committees at 10,000 yen per year (half-wages for normal workers) will burden the local entities with an annual expenditure of 2,160,000 yen, not including heavy incidental expenditures which conceivably may amount to an additional billion yen. In view of the fact that an efficient system of local government finance in Japan has not yet been achieved and that this program is undertaken in the national interests by the central government, it is strongly urged that all expenses be underwritten by the national government.

F. E. HAYS  
Special Advisor



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS

23 July 1947

MEMORANDUM FOR : Chief, Government Section.

SUBJECT : Agricultural Production and Crop Delivery Plan.

1. The accompanying papers have to do with the proposed Agricultural Production and Crop Delivery Plan sponsored by the Japanese Government. This plan is supported by the Natural Resources Section in its attached staff study addressed to the Chief of Staff.

2. In brief, it is the Government's proposal to fix annual planting and production quotas of staple crops in each prefecture. The governors of the prefecture will then allocate quotas to the communities. In each community an Agricultural Adjustment Committee would be set up, which in turn would allocate compulsory quotas to each farmer. After the farmer meets his quota the Government contemplates paying an excess price bonus for any production exceeding the quota, but would prohibit sale of the excess on a free (black) market.

3. This plan is opposed by Dr. Grajdanzev in his attached Memorandum for Record chiefly on the grounds that it is compulsory; it takes the initiative away from the farmer; it is undemocratic; it may result in decreased production; and it may be unenforceable if the local communities resist. When analyzed it might be said that he opposes the plan because he believes it advocates regimentation and limits a person's freedom of choice and occupation as guaranteed by the Constitution. He proposed in lieu thereof a tax in kind (slightly less than half of a farmer's production). Under his proposal the farmer would receive pay only for production in excess of his quota. Once he had paid this tax in kind, then for any excess production, the Government would pay him in goods, or if no goods existed for this purpose, then the individual farmer would be permitted to sell the excess on the free (black) market.

4. The sponsors of the Government's plan point out that compulsory quotas have not been established during the Occupation and that the lack of compulsory quotas has been found to be an inefficient system. It might be pointed out that the Government's plan and Dr. Grajdanzev's counter proposal both include compulsory features, and if one plan is undemocratic, the same thing may be said of the other. Dr. Grajdanzev states that his plan would only be a temporary measure until inflation ceases to exist. The same principal holds true in the Government's plan, and if there is anything undemocratic in that plan, that objection may be overcome on the basis that it is a temporary expedient dictated by the necessities of the Occupation.

5. In view of the fact that the Government has apparently developed this plan in close coordination with another SCAP Staff Section, whose personnel includes specialists and agricultural technicians who are better equipped professionally to pass on its merits than that of any of the personnel of any other Staff Section, it is recommended that Government Section interpose no objection.

3  
F. E. HAYS  
Special Advisor

24  
GS FILES



F

Resolution concerning the co-ordinated  
Measures to Expedite the Improvement of  
soil.

- - - - -

08/1/12

Whereas we consider it hardly necessary to stress on the fact that in order to ease or remedy the present strained food situation such measures as to increase the productivity of the existing farmland should first be taken;

Whereas only a lukewarm policy is now being taken for the increased production through the improvement of soil, although some plans are being formulated for the increased production of fertilizer, and as we deem it essential to take a decisive step to increase the production through an extensive improvement of soil, accompanied by proper guidance given to farmers to improve their technical ability; Be it, therefore, resolved that (1) the Government be urged to take steps to establish "the Soil Improvement Executive Committee" formed of specialists in each Prefecture and rural community as well as one for the whole country in order to have the aforesaid improvement made speedily under their direction; and (2) that the Government be requested to see to it that the greater part of the expenses for the aforesaid improvement-works should be defrayed, with priority, by the State leaving only a portion to be borne by the beneficiaries.

7 A



総合的な土地改良事業促進に関する決議

現下の窮迫せる食糧事情の急速なる緩和又は解決の一方法として既存耕地の増産を企画することが取らるべき第一の手段であることは言をまたない。

即ち肥料増産は目下計画せられつつあるも土地改良による増産政策は至つて徹底的である。技術向上の指導と共に土地改良を大規模に断行し増産を遂行すべきである。

よつて

一、政府は、國、道府縣、市町村にそれぞれ専門家を加えた土地改良事業の促進委員会を設置し、その指導の下に急速実行するような措置をとること。

二、政府は、本改良事業費を一部受益者負担にして、大部は國家に負担せしめ、國費より最優先的に支出すること。

右決議する。



昭和二十二年八月二十七日提出  
決議 第一七号

総合的な土地改良事業促進に関する決議案

右の議案を提出する。

昭和二十二年八月二十七日

提出者

- |       |       |       |      |
|-------|-------|-------|------|
| 守田道輔  | 清澤俊英  | 黒田壽男  | 野溝勝  |
| 菊池重作  | 重井鹿治  | 伊瀬幸太郎 | 大島義晴 |
| 佐竹新市  | 田中織之進 | 野上健次  | 猪俣浩三 |
| 溝淵松太郎 | 宮村又八  | 松澤一   | 森山武彦 |
| 佐藤觀次郎 | 山口武秀  | 田中稔男  | 稻村順三 |

委員会 付託



佐々木更三	井谷正吉	田中松月	山本幸一
河合義一	高瀬傳	門司亮	田淵実夫
前田榮之助	細野三千雄	大石ヨシエ	石野久男
勝間田清一	梶川静雄	叶凸	石井繁丸
中原健次	辻井民之助	成田知己	武藤運十郎
堀江實藏	今澄勇	平工喜市	成瀬喜五郎
林大作	的場金右衛門	安平鹿一	永井勝次郎



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

HIS/MWR/ag

(Do not remove from attached sheets)

File No.: NR 310(9 APR 1947)

Subject: Establishment of a Statistics and Survey Bureau  
In the Ministry of Agriculture and Forestry, IJG

Note No.:

From: NR

To: GS

Date:

Attn: Dr. Peake

9 APR 1947

1

1. Reference is made to telephone conversation between Major Roche, this Section, and Dr. Peake, Government Section, 8 April 1947. The Natural Resources Section concurs in the proposed establishment of a Bureau of Statistics and Survey within the Ministry of Agriculture and Forestry, and in the establishment of a separate Crop Reporting Section within the proposed Bureau. This Section has no objection to the intended method of handling other agricultural statistics by the Bureau.

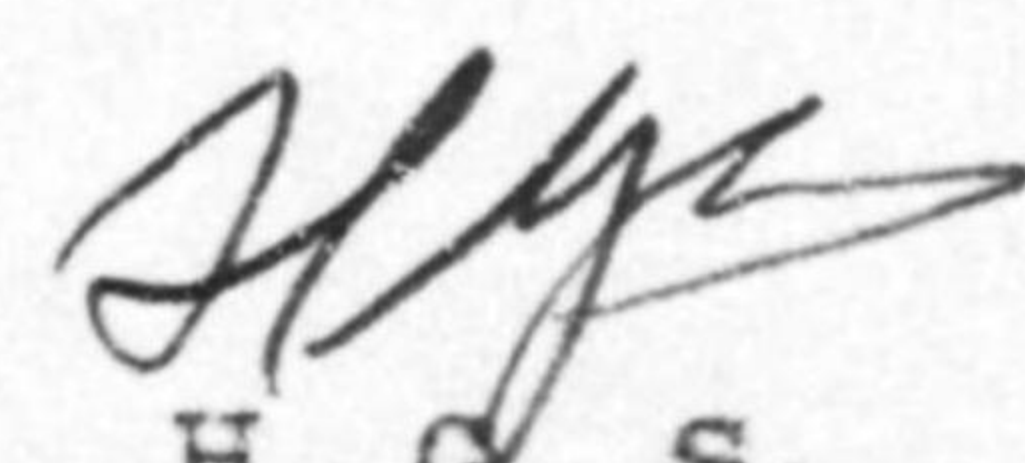
2. With regard to statistics relating to forestry and marine activities, NR considers that the proposed central statistical agency would not be entirely desirable. It is believed that the Bureaus of Forestry and Fisheries should retain primary responsibility for statistics within their fields.

3. This matter was discussed with representatives of the Ministry of Agriculture and Forestry on 5 April 1947. The Japanese representatives present agreed to consider this matter further and to submit proposed plans concerning forestry and marine statistics within the next month.

4. The Government Section will be informed of the results of future conferences on this matter.

1 Incl:

Proposed Imperial Ordinance to Establish  
Bureau of Statistics and Survey

  
H. G. S.

2  
92



Imperial Ordinance No.

Mr. Davis  
313 Mitsubishi Sh  
Bldg.

Art. 1. A part of the Regulations governing the Organization of the Ministry of Agriculture and Forestry shall be amended as follows:-

In Art. 1, "Agricultural, forest, live-stock and marine products" shall read "agricultural, live-stock and marine products", "agricultural, forest, live-stock and marine industries" shall read "agricultural, live-stock and marine industries", and before "and" "matters relating to statistics concerning agricultural, live-stock and marine industries" shall be added.

In Art. 3, par. 1, "Forestry Bureau" shall be deleted and after "Land Development Bureau" "Statistics and (Survey Research) Bureau" shall be added.

In Art. 4, "preparation of statistical reports" shall be deleted.

Art. 6 shall be deleted and Article 7 shall be altered to read Art. 6, and the ensuing Articles up to and including Art. 11 shall be correspondingly renumbered to read Art. 7 to Art. 10.

Art. 11, The Statistics and (Survey Research) Bureau shall be in charge of matters relating to statistics concerning agricultural, forest, live-stock and marine industries.

Art. 12; The Minister of Agriculture and Forestry may, at places where he deems necessary, establish crop reporting and sub-crop reporting offices which shall be delegated authority to take charge of matters relating to the investigation and reporting concerning the condition of growth of crops.

The head of a crop reporting office shall be appointed from among second-class secretaries or technicians of the Ministry of Agriculture and Forestry and the head of a sub-crop reporting office shall be appointed from among second class or third class secretaries or technicia

211



Mr. Davis  
313 Mitsubishi  
Bldg.

of the same ministry.

In Art. 13, "full time 8" shall read "full time 7", "full time 52" shall read "full time 43," full time 174" shall read "full time 145", "full time 57" shall read "full time 44" "of whom two", shall read "of whom one", and "full time 144" shall read "full time 81."

In the same Article, the following paragraph shall be added:

"In addition to the personnel mentioned in the foregoing paragraph, the following personnel shall be installed to carry out the functions of a statistician."

Secretaries or technicians of the Ministry of Agriculture  
and Forestry

full time	802	second class
" "	2,346	third class

Art. 16: The Ministry of Agriculture and Forestry shall have statisticians, who shall be appointed from among second class or third class secretaries or technicians of the Ministry of Agriculture and Forestry. Statisticians shall, under the command of their super<sup>iors</sup>, take charge of matters relating to statistics concerning agricultural, forest, live-stock and marine industries.

Art. 2. A part of the Regulations governing the Installation of Temporary Personnel in the Ministry of Agriculture and Forestry shall be amended as follows:-

In Art. 1, "full time 372" shall read "full time 370", "full time 853" shall read "full time 833", "full time 1,873" shall read "full time 1,814."

In Art. 5, items 5 and 6 shall be deleted, and items 2, 3, and 4 shall be altered to read respectively items 3,4, and 5; and after item 1, the following item shall be added:



"2 Forestry Bureau:

Secretaries of the Ministry of Agriculture and Forestry

full time 2 second class

Technicians of the Ministry of Agriculture and Forestry

full time 20 second class

Secretaries or technicians of the Ministry of Agriculture and Forestry

full time 54 third class

In the same Article, item 7, "full time 4" shall read "full time 2", "full time 28" shall read "full time 17"; and the same item shall be altered to read item 6, and the ensuing items shall be correspondingly renumbered to read item 7, etc.

Supplementary Provision

The present Ordinance shall come into force as from the 1st April, 1947.

Reason

The institution of a Forestry Bureau makes it necessary to introduce revision, and, at the same time, in order to take charge of matters relating to statistics concerning agricultural, forestry, live-stock and marine industries, it is also necessary to establish a Statistics and (Survey Research) Bureau, with the consequent increase of personnel, who are to carry out the functions of statisticians, etc.



30  
90  
OSAWA  
KOQA

Bob -

Mr. Davis requests a clearance on this today.

I am unfamiliar with the document which  
this is to revise — but gather this document  
centralizes responsibility for and control of  
all agricultural <sup>statistics</sup> in a single agency subject  
to Ministry — if so, I agree.

Suggest: line & flow bottom of page 3.

Clarification questions (p. 3)



*H03*

NR 510 ( 31 MAR 1947 )*fo*

1  
cont

Forest Products Division was given because the Bureau of Forestry officials stated that the new organisation must be ready to receive selected employees of the Imperial Household Bureau of Forestry and Estates by 1 April 1947. The shortness of time would not have permitted submission to the Cabinet for the necessary approval prior to promulgation of an Imperial Ordinance.

3. Request concurrence on action by Natural Resources Section to encourage an establishment of a Forest Products Division in the new Bureau of Forestry.

*K*  
*L*  
*C*

-----H. G. S.-----

2 FROM: Govt Section TO: NR DATE: 3 Apr 47

Government Section concurs in action taken to bring about the establishment of a Forest Products Division in the new Bureau of Forestry.

-----C. W.-----

GOVT SECTION FILES

*89*



HGS/PH/bc

NR 510 ( 31 MAR 1947 ) To

Reorganization Plan - Bureau of Forestry,  
Ministry of Agriculture and Forestry.

NR

GS

Attn: Dr G. H. Peake

31 MAR 1947

1. Confirming telephone conversation of 27 March with Dr Peake, Mr Hickie, Natural Resources Section, approved a draft copy of an Imperial Ordinance to effect reorganization of the Bureau of Forestry, after agreement with the Chief of the Bureau of Forestry, on the following changes:

a. The councillors will be not more than two, whose duties will be to deal only with the problems of unification of the imperial and national forests and whose tenure in office will be for two years. The persons proposed for the council are Mr Kurata, Chief, Operations Division and Mr Ono, Chief, Management Division, both of the Imperial Forestry Bureau with many years' service in the capacity indicated.

b. The divisions of the reorganized Bureau will consist of three: Forestry Administration, National Forests, and Private and Community Forests. However, Mr Nakao, Chief of the Bureau of Forestry, agreed that by 14 April 1947, he will recommend to the Minister of Agriculture and Forestry the establishment of a fourth division known as the Forest Products Division.

2. With the exception of the difficulty concerning the Forest Products Division, Natural Resources Section favors this reorganization. It is understood that this plan will make the Bureau an "outside bureau", in which position it will have wider scope of authority and activity, which is desirable at this time. The Forest Products Division is believed to be required because such a division would deal with all phases of lumber and timber products, charcoal and firewood, and special forest products, a homogeneous group of activities which are now placed either under the Forestry Administration Division, headed by a jimukan (non-technical official, probably a lawyer), or divided between the other two divisions. Better results should be possible by having forest products grouped together under a capable technical director of a Forest Products Division, which was the case in the original proposal submitted by the Bureau of Forestry to Natural Resources Section. The reason for the elimination of the fourth division was not clear, as the only statement made by the Japanese officials was that other bureaus as large as theirs had only three divisions. However, one basis for this action may have been political expediency. Approval of the reorganization without a